

## Message Text

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DRAFTED BY IO/SCT:FJGALANTO

APPROVED BY IO - AMBASSADOR BLAKE

IO/SEC - R. V. HENNES

IO/UN/BAPS - W. SOUTHWORTH (DRAFT)

IO/EX - S. S. CUMMINS (DRAFT)

SCI/AE - R. WEBBER

AEC/IP - J. AMMONS

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TO AMEMBASSY DACCA PRIORITY

AMEMBASSY RANGOON

AMEMBASSY YAOUNDE

AMEMBASSY BOGOTA

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AMEMBASSY ADDIS ABABA

AMEMBASSY LIBREVILLE

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AMEMBASSY PHNOM PENH

AMEMBASSY SEOUL

AMEMBASSY KUWAIT

AMEMBASSY BEIRUT  
AMEMBASSY TANANARIVE  
AMEMBASSY KUALA LUMPUR  
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AMEMBASSY NIAMEY  
AMEMBASSY ISLAMABAD  
AMEMBASSY PANAMA  
AMEMBASSY MANILA  
AMEMBASSY LISBON  
AMEMBASSY JIDDA  
AMEMBASSY DAKAR  
AMEMBASSY SINGAPORE  
AMEMBASSY MADRID  
AMEMBASSY COLOMBO  
AMEMBASSY BANGKOK  
AMEMBASSY TUNIS  
AMEMBASSY ANKARA  
AMEMBASSY MONTEVIDEO  
AMEMBASSY SAIGON  
AMEMBASSY KINSHASA  
INFO AMEMBASSY BELGRADE PRIORITY  
AMEMBASSY BUCHAREST  
AMEMBASSY BUDAPEST  
USMISSION GENEVA  
AMEMBASSY LONDON  
AMEMBASSY MOSCOW  
AMEMBASSY PARIS  
AMEMBASSY PRAGUE  
AMEMBASSY ROME  
AMEMBASSY SOFIA  
AMEMBASSY WARSAW  
USMISSION IAEA VIENNA  
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E.O. 11652: N.A.

TAGS: IAEA

SUBJECT: REDUCTION OF U.S. BASE RATE OF ASSESSMENT IN THE  
IAEA.

1. SUMMARY: THE INTERNATIONAL ATOMIC ENERGY AGENCY 18TH  
GENERAL CONFERENCE (GC) MEETING IN VIENNA SEPTEMBER 16-20,  
1974, WILL ADOPT A REVISED SCALE OF ASSESSMENT OF MEMBERS'  
CONTRIBUTIONS FOR 1975. TO THIS EFFECT, IAEA DIRECTOR  
GENERAL CIRCULATED A DRAFT RESOLUTION WITH A REVISED SCALE  
OF ASSESSMENT TO MEMBER STATES ON AUGUST 7, 1974. THE RE-  
VISED SCALE INCLUDES A REDUCTION IN THE U.S. BASE RATE OF

ASSESSMENT FROM 31.47 PERCENT IN 1974 TO 27.66 PERCENT IN 1975. THIS REDUCTION IS IN KEEPING WITH UNGA DECISION OF DECEMBER 1972, PLACING A 25 PERCENT LIMITATION ON U.S. CONTRIBUTIONS TO THE UN, AND RELATED DECISIONS IN UN SPECIALIZED AGENCIES TO REDUCE U.S. ASSESSMENT RATES TO 25 PERCENT. FOR SEVERAL REASONS, AN IMMEDIATE REDUCTION FOR THE U.S. TO 25 PERCENT IN THE IAEA IS IMPRACTICABLE, BUT WE ATTACH CONSIDERABLE IMPORTANCE TO THE INITIAL REDUCTION TO 27.66 PERCENT. UNLESS THEY BELIEVE IT WOULD BE COUNTER-PRODUCTIVE, POSTS ARE REQUESTED TO APPROACH GOVERNMENTS TO ELICIT THEIR UNDERSTANDING AND SEEK THEIR SUPPORT. BASIC SITUATION IS PRESENTED IN PARA 4, WHICH POSTS MAY USE AS BASIS FOR AN AIDE MEMOIRE. SPECIAL CONSIDERATIONS ARE SET FORTH IN PARA 5. END SUMMARY.

2. U.S. POLICY INTEREST: USG HAS ALWAYS RECOGNIZED A SPECIAL INTEREST IN THE INTERNATIONAL ATOMIC ENERGY AGENCY, WHICH WAS ESTABLISHED IN 1957 AS AN AUTONOMOUS AGENCY RELATED TO THE UN PURSUANT TO A U.S. INITIATIVE (PRESIDENT EISENHOWER'S "ATOMS FOR PEACE" SPEECH TO THE 1953 UNGA). AT THE CORE OF THIS SPECIAL U.S. INTEREST IN THE IAEA IS THE AGENCY'S MAJOR FUNCTION IN ESTABLISHING AND IMPLEMENTING INTERNATIONAL SAFEGUARDS TO ENSURE THAT NUCLEAR MATERIALS AND EQUIPMENT FOR PEACEFUL PURPOSES ARE NOT DIVERTED TO MILITARY PURPOSES, WEAPONS OR EXPLOSIVES. FURTHER, THE NON-PROLIFERATION TREATY (NPT), WHICH THE USG CONSIDERS AS FUNDAMENTAL BASIS FOR INTERNATIONAL ARMS LIMITATION POLICY, PLACES ON THE IAEA THE RESPONSIBILITY FOR APPLYING SAFEGUARDS TO ALL NUCLEAR ACTIVITIES OF NON-LIMITED OFFICIAL USE  
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NUCLEAR WEAPON STATES PARTY TO THE NPT.

3. REASONS FOR U.S. APPROACHES: THIS INSTRUCTION IS BEING SENT TO POSTS WHOSE HOST GOVERNMENTS HAVE MAINLY SUPPORTED OR HAVE NOT ACTIVELY OPPOSED U.S. REDUCTION IN UNGA; WHERE LOCAL REPRESENTATION IN VIENNA IS NON-EXISTENT OR THIN, AND WE NEED TO APPROACH CAPITALS DIRECTLY; AND TO CERTAIN POSTS WHERE SPECIAL CONSIDERATIONS APPLY. IN MOST PAST YEARS, SCALE OF ASSESSMENT HAS BEEN SUBJECT OF LITTLE DISCUSSION AND ON THIS, AS MOST OTHER ISSUES, GC HAS USUALLY ACTED BY CONSENSUS RATHER THAN BY VOTING. IN DISCUSSING THIS ISSUE, POSTS SHOULD STATE FIRST THAT U.S. HOPES AND EXPECTS THAT SAME WILL BE CASE THIS YEAR. REASON FOR OUR APPROACHES IS TO ASSURE THAT OTHER MEMBERS OF AGENCY APPRECIATE FULL RATIONALE BEHIND THIS YEAR'S SCALE OF ASSESSMENTS, REASONS WHY U.S. RATE IS BEING REDUCED AND WHY WE ARE NOT RPT NOT SEEKING IMMEDIATE REDUCTION TO 25 PERCENT (AS WE HAVE IN OTHER INTERNATIONAL ORGANIZATIONS). ALSO THAT OTHERS UNDERSTAND STRENGTH OF U.S. INTEREST IN SEEING GC ADOPT 1975 SCALE WITHOUT PROB-

LEMS OR OBJECTIONS. FYI: DEPT PERCEIVES, HOWEVER, A CHANCE THAT MATTERS MAY NOT BE THIS SMOOTH. MOST COUNTRIES WHICH HAVE OPPOSED REDUCTIONS IN U.S. RATE OF ASSESSMENT IN UN AND OTHER SPECIALIZED AGENCIES FALL INTO TWO GENERAL CATEGORIES--SOVIET BLOC, AND MAJOR OR RADICAL LEADERS AMONG LDC'S. UNFORTUNATELY, LATTER CATEGORY INCLUDES CONSIDERABLE NUMBER OF LEADING LDC NON-PARTIES TO NPT WHO ARE CRITICAL OF IAEA SAFEGUARDS ACTIVITIES, AND ESPECIALLY SAFEGUARDS FINANCING (E.G., INDIA, ARGENTINA, BRAZIL). WE ARE SERIOUSLY CONCERNED THAT ANY RPT ANY SUBSTANTIAL DISCUSSION OF OR VOTE ON SCALE OF ASSESSMENTS, EVEN IF BEGUN ON QUITE MODERATE AND LIMITED GROUNDS, COULD GET OUT OF CONTROL AND COULD BE EXPLOITED BY LATTER GROUP TO ATTACK SAFEGUARDS AND THEIR FINANCING. THIS WOULD BE SERIOUSLY DISRUPTIVE OF MAJOR U.S. POLICY INTERESTS IN IAEA AND WORLD NUCLEAR FIELD. IF SCALE OF ASSESSMENT COMES TO A VOTE (OUR STRONG DESIRE IS TO AVOID A VOTE, IF AT ALL POSSIBLE), A TWO-THIRDS MAJORITY WOULD BE REQUIRED FOR FAVORABLE ACTION. MARGIN WOULD BE EXTREMELY CLOSE. END FYI.

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4. STATEMENT OF U.S. POSITION:

A) AT ITS 18TH GENERAL CONFERENCE IN VIENNA, SEPTEMBER 16-20, 1974, THE INTERNATIONAL ATOMIC ENERGY AGENCY WILL CONSIDER THE SCALE OF ASSESSMENT OF MEMBERS' CONTRIBUTIONS TO THE AGENCY'S REGULAR BUDGET FOR 1975, AS SET FORTH IN A DRAFT RESOLUTION FROM THE DIRECTOR GENERAL TO THE CONFERENCE, CIRCULATED TO MEMBERS AS IAEA DOCUMENT GC (XVIII)/528, DATED AUGUST 7, 1974. THE SCALE OF ASSESSMENT HAS BEEN PREPARED IN ACCORDANCE WITH THE DECISION OF THE UN GENERAL ASSEMBLY IN DECEMBER 1972 (RES 2961B) LIMITING THE MAXIMUM CONTRIBUTION OF ANY ONE MEMBER STATE TO 25 PERCENT; UTILIZING FOR THIS PURPOSE THE PERCENTAGE CONTRIBUTIONS OF NEWLY ADMITTED MEMBER STATES AND THE NORMAL TRIENNIAL INCREASE IN THE PERCENTAGE CONTRIBUTIONS OF MEMBER STATES RESULTING FROM INCREASES IN THEIR NATIONAL INCOMES; AND STIPULATING THAT THE PERCENTAGE CONTRIBUTION OF MEMBER STATES SHALL NOT IN ANY CASE IN THE UNITED NATIONS, THE SPECIALIZED AGENCIES OR THE INTERNATIONAL ATOMIC ENERGY AGENCY BE INCREASED AS A CONSEQUENCE OF THE RESOLUTION. THIS RESOLUTION WAS IMPLEMENTED IN THE TRIENNIAL SCALE OF UNITED NATIONS ASSESSMENTS FOR 1974-76, ADOPTED IN DECEMBER 1973, AND SETTING A MAXIMUM RATE FOR THE UNITED STATES OF 25 PERCENT.

B) THE STATUTE OF THE IAEA PROVIDES THAT "IN FIXING THE SCALE (OF ASSESSED CONTRIBUTIONS) THE GENERAL CONFERENCE SHALL BE GUIDED BY THE PRINCIPLES ADOPTED BY THE

UNITED NATIONS IN ASSESSING CONTRIBUTIONS OF MEMBER STATES  
TO THE REGULAR BUDGET OF THE UNITED NATIONS."

THE INTERNATIONAL ATOMIC ENERGY AGENCY HAS ACCORDINGLY  
ESTABLISHED THE BASE RATE OF ASSESSMENT FOR THE UNITED  
STATES IN THE FOLLOWING WAY:

U.S. BASE RATE FOR 1974 - 31.47 PERCENT.

REDUCTION IN RESPECT OF:

--BASE RATES-FOR THE DEMOCRATIC REPUBLIC OF GERMANY  
(1.34-PERCENT) AND MONGOLIA (0.04 -PERCENT) - 1.38 PERCENT.

--INCREASES IN THE NATIONAL INCOME OF 12 MEMBERS -  
2.43 PERCENT.                   -- -

U.S. BASE RATE FOR 1975 - 27.66 PERCENT.

(THE FOREGOING FIGURES HAVE BEEN ADJUSTED TO TAKE INTO AC-  
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COUNT DIFFERENCES IN MEMBERSHIP BETWEEN THE UN AND THE  
IAEA.)

C) IT SHOULD BE NOTED THAT THE USG IS NOT SEEKING AN IM-  
MEDIATE REDUCTION TO 25 PERCENT IN ITS 1975 BASE RATE OF  
ASSESSMENT TO THE IAEA. THIS WOULD NOT BE PRACTICABLE  
WITHIN THE TERMS OF THE PRINCIPLES ENUMERATED IN UNGA  
RES 2961B. THE USG WOULD EXPECT, HOWEVER, TO ACHIEVE A  
PHASED REDUCTION IN ITS BASE RATE OF ASSESSMENT IN FUTURE  
YEARS, IN A MANNER RESPECTING THESE PRINCIPLES. THE U.S.  
NOTES FURTHER THAT THE REDUCTION IN THE U.S. BASE RATE OF  
ASSESSMENT FOR 1975 WILL NOT AFFECT THE AGREED BASIS WHERE-  
BY A NUMBER OF IAEA MEMBERS, INCLUDING THE U.S., ARE AS-  
SESSED A HIGHER SCALE OF ASSESSMENT PURSUANT TO THE  
SAFEGUARDS FINANCING FORMULA.

D) SINCE THE FOUNDING OF THE INTERNATIONAL ATOMIC ENERGY  
AGENCY IN 1957, THE USG HAS CONSISTENTLY AND ACTIVELY  
SUPPORTED THE AGENCY AND ITS IMPORTANT PROGRAMS AND OB-  
JECTIVES FOR THE DEVELOPMENT AND PRACTICAL APPLICATION OF  
ATOMIC ENERGY FOR PEACEFUL USES THROUGHOUT THE WORLD AND  
FOR THE ESTABLISHMENT AND IMPLEMENTATION OF SAFEGUARDS TO  
ENSURE THAT NUCLEAR MATERIALS AND EQUIPMENT ARE NOT DI-  
VERTED FROM PEACEFUL USES TO THE DEVELOPMENT OF NUCLEAR  
WEAPONS. THE U.S. WILL CONTINUE ITS STRONG SUPPORT TO THE  
IAEA AND ITS VITAL PROGRAMS. AT THE SAME TIME, HOWEVER,  
AS IN THE UNITED NATIONS AND THE SPECIALIZED AGENCIES, THE  
U.S. TAKES THE POSITION THAT IT IS UNHEALTHY FOR ANY  
WORLD-WIDE ORGANIZATION TO BE EXCESSIVELY DEPENDENT ON  
THE FINANCIAL CONTRIBUTION OF ANY ONE MEMBER STATE, THAT  
ASSESSMENTS SHOULD REFLECT IMPORTANT CHANGES IN MEMBERSHIP  
AND COMPARATIVE ECONOMIC GROWTH, AND THAT FINANCIAL RESPON-  
SIBILITIES SHOULD BE SHARED MORE EQUITABLY.

E) THE REDUCTION OF THE U.S. BASE RATE OF ASSESSMENT IN  
THE IAEA FOR 1975 WOULD BE ACCOMPLISHED IN FULL ACCORDANCE

WITH THE PRINCIPLES ADOPTED BY THE UNITED NATIONS AND  
WOULD NOT RESULT IN ANY INCREASE IN THE BASE RATE OF AS-  
SESSMENT OF ANY OTHER MEMBER. THE USG URGES THE GOVERN-  
MENT OF (BLANK) TO SUPPORT THE CURRENT DRAFT RESOLUTION  
ON THE SCALE OF ASSESSMENT OF MEMBERS' CONTRIBUTIONS FOR  
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1975 AS SUBMITTED BY THE DIRECTOR GENERAL TO THE GENERAL  
CONFERENCE.

5. ADDITIONAL CONSIDERATIONS:

A) SAFEGUARDS FINANCING FORMULA:

ANNUAL IAEA SCALE OF ASSESSMENT OF MEMBERS' CONTRIBUTIONS  
TOWARDS ADMINISTRATIVE EXPENSES OF AGENCY HAS, SINCE  
AGENCY ESTABLISHMENT IN 1957, BEEN BASED DIRECTLY ON UN  
SCALE OF ASSESSMENTS, ADJUSTED FOR DIFFERENCES IN MEMBER-  
SHIP BETWEEN ORGANIZATIONS. SINCE 1971, THIS COMPUTATION

HAS BEEN FURTHER ADJUSTED PURSUANT TO "SAFEGUARDS FINANC-  
ING FORMULA" (SFF), WHICH HAS AIM OF SUBSTANTIALLY INSUL-  
ATING LDC'S FROM INCREASES IN IAEA ASSESSMENTS DUE TO  
GROWTH IN COSTS OF IMPLEMENTATION BY AGENCY OF SAFEGUARDS  
PURSUANT TO ARTICLE III OF NPT. UNDER THE SFF ADJUSTMENT,  
A SO-CALLED "SCALE OF ASSESSMENT" PERCENTAGE RATE, AT WHICH  
MEMBER ACTUALLY PAYS, IS COMPUTED WHICH, FOR EACH LDC,  
FALLS SOMEWHAT BELOW ITS BASE RATE OF ASSESSMENT AND, FOR  
EACH MORE AFFLUENT COUNTRY, RISES SOMEWHAT ABOVE. (FOR  
EXAMPLE, INDIA'S BASE RATE IN 1974 WAS 1.49 PERCENT AND ITS  
SCALE 1.35463 PERCENT; THE US BASE RATE WAS 31.47 PERCENT,  
ITS SCALE 31.90825 PERCENT.) AGREEMENT ON THE SFF WAS  
REACHED IN 1971 ONLY AFTER DIFFICULT AND PROTRACTED NEGO-  
TIATIONS. US WOULD STIFFLY RESIST ANY CHANGES IN SFF UNTIL  
REVIEW WHICH 1971 GC SCHEDULED FOR AFTER 1975.

B) US CONGRESS: IN PLACING A 25 PERCENT CEILING ON US CON-  
TRIBUTIONS TO THE UN AND MOST UN AGENCIES, CONGRESS EXEMPT-  
ED US ASSESSED CONTRIBUTION TO THE IAEA. CONGRESS GRANTED  
THIS EXEMPTION IN RECOGNITION OF THE SPECIAL US INTEREST  
AND ROLE IN THE IAEA. BECAUSE OF THE "SAFEGUARDS FINANCING  
FORMULA" (SFF) DESCRIBED IN PREVIOUS PARA, US "SCALE OF  
ASSESSMENT" WILL ALWAYS BE SOMEWHAT HIGHER THAN US "BASE  
RATE OF ASSESSMENT", WHICH IS DERIVED FROM THE UN SCALE.  
IT SHOULD BE NOTED, HOWEVER, THAT CONGRESSIONAL WILLINGNESS  
TO MAINTAIN THIS EXEMPTION WILL DOUBTLESS TAKE INTO ACCOUNT  
AGENCY ACTION TOWARDS REDUCING US BASE RATE TO 25 PERCENT  
APPROVED BY UNGA. DEPARTMENT TOLD CONGRESS IT WILL CON-  
TINUE MAKE EVERY EFFORT TO COMPLY.

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C) REASONS FOR INCREASES IN OTHER MEMBERS' RATES: DRAFT 1975 SCALE REFLECTS INCREASES IN BASE RATES FOR 1975 FOR 26 MEMBERS OF AGENCY. THERE ARE THREE MAIN REASONS FOR THIS. FIRST, ANY OF THE 12 IAEA MEMBERS WHOSE UN RATES WERE INCREASED ON THE 1974-76 UN SCALE NATURALLY RECEIVED INCREASES IN IAEA AS WELL. SECOND, REDUCTION OF "FLOOR" ASSESSMENT TO 0.02 PERCENT FOR THE 36 AGENCY MEMBERS AT THIS RATE RESULTED IN CORRESPONDING INCREASE SPREAD AMONG OTHER MEMBERS. FINALLY, SINCE AGENCY'S BEGINNING, ALL AGENCY MEMBERS HAVE "BENEFITED" FROM FRG NON-MEMBERSHIP IN UN; BECAUSE ANNUAL AGENCY SCALE COULD INCLUDE VERY SUBSTANTIAL (6.80 PERCENT IN 1974) FRG RATE WHILE UN SCALE COULD NOT, ALL AGENCY MEMBERS HAVE FOR 15 YEARS HAD LESSER PERCENTAGE RATES OF ASSESSMENT IN IAEA THAN IN UN SCALE (EXCEPT FOR US AND MEMBERS ASSESSED AT "FLOOR", WHICH BORE SAME BASE RATES IN IAEA AS IN UN). ENTRY OF FRG INTO UN ELIMINATED THIS BENEFIT, AND ALL MEMBERS OF IAEA (EXCEPT THOSE AT "FLOOR") MUST THEREFORE IN 1975 AND FUTURE YEARS BEAR BASE RATES HIGHER THAN THEIR RATES IN UN.

6. ACTION REQUESTED:

A) UNLESS THEY PERCEIVE OBJECTION, OR BELIEVE SUCH INITIATIVE WOULD BE COUNTER-PRODUCTIVE, POSTS ARE REQUESTED TO APPROACH OFFICIALS IN FOREIGN AND FINANCE MINISTRIES, OR THEIR EQUIVALENTS, EXPLAIN REDUCTION IN U.S. BASE RATE OF ASSESSMENT WHICH WILL BE BEFORE IAEA GENERAL CONFERENCE AND URGE SUPPORT FOR REVISED SCALE AS SET FORTH IN AGENCY DRAFT RESOLUTION. APPROACH SHOULD INCLUDE FINANCE MINISTRY OFFICIALS, AS APPROPRIATE, BECAUSE THEY OFTEN DETERMINE OVERALL POLICY GUIDANCE ON SCALES OF ASSESSMENT IN INTERNATIONAL ORGANIZATIONS. AT THEIR DISCRETION, DEPT SUGGESTS THAT POSTS ALSO CONTACT NATIONAL NUCLEAR ENERGY AUTHORITIES WHO ARE LIKELY TO ATTEND GENERAL CONFERENCE AND BRIEF THEM. POSTS ARE REQUESTED TO REPORT RESULTS OF THESE APPROACHES, INCLUDING NAMES OF THOSE CONTACTED, AND LIKELIHOOD THEIR ATTENDANCE AT IAEA GC. REPLIES REQUESTED BY SEPT. 12, REPEAT INFO TO US MISSION, IAEA VIENNA. IF HOST GOVERNMENTS HAVE DETAILED INQUIRIES ON SCALE OF ASSESSMENTS, POSTS SHOULD ENCOURAGE REFERRAL TO IAEA SECRETARIAT IN VIENNA OR, ALTERNATIVELY, TO DEPT OR US MISSION, IAEA VIENNA.

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B) MAJORITY OF ACTION ADDRESSEES ARE IN COUNTRIES WHICH VOTED YES ON UNGA RESOLUTION: CAMEROON, COLUMBIA, COSTA RICA, ETHIOPIA, GABON, GUATEMALA, INDONESIA, IRAN, JAMAICA, KHMER REPUBLIC, LEBANON, MADAGASCAR, MEXICO, MOROCCO, NIGER, PAKISTAN, PANAMA, PHILIPPINES, PORTUGAL, SAUDI ARABIA, SENEGAL, SINGAPORE, SPAIN, BANGKOK, TUNISIA, TURKEY, URUGUAY, AND ZAIRE. APPROACHES TO THESE COUNTRIES

SHOULD REITERATE U.S. APPRECIATION FOR THEIR SUPPORT IN UNGA, URGE SIMILAR SUPPORT FOR IAEA RESOLUTION AS STRAIGHT-FORWARD LEGAL AND PROCEDURAL IMPLEMENTATION OF UNGA DECISIONS, AND EXPRESS HOPE THAT DELS TO IAEA GC CAN BE INSTRUCTED TO THIS EFFECT.

C) HOST GOVERNMENTS OF MOST OTHER ACTION ADDRESSEES ABSTAINED ON UNGA RESOLUTION. PURPOSE OF APPROACHES TO THEM WOULD BE TO ELICIT THEIR SUPPORT, IF FEASIBLE, OR AT LEAST THEIR TACIT NON-OPPOSITION TO IAEA RESOLUTION.

D) ADDITIONAL CONSIDERATIONS SET FORTH IN PARA 5 ARE MAINLY FOR BACKGROUND INFORMATION AND SHOULD BE USED ONLY ON SELECTIVE BASIS.

7. SUPPLEMENTARY INSTRUCTIONS BY SEPTTEL TO BELGRADE, JAKARTA, MANILA, MEXICO, MOSCOW, PARIS, AND ROME. NO ACTION REQUIRED BY THESE POSTS UNTIL SEPTTEL RECEIVED.

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**To:** DACCA  
RANGOON  
YAOUNDE  
BOGOTA  
SAN JOSE  
CAIRO  
ADDIS ABABA

LIBREVILLE  
ACCRA  
GUATEMALA  
JAKARTA  
TEHRAN  
KINGSTON  
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